











# THE SPIRIT. AND FORM OF INDIAN POLITY

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## **PUBLISHER'S NOTE**

Like "The Significance of Indian Art" the present volume consists of chapters taken out of "A Defence of Indian Culture", a series of essays written in answer to William Archer's strictures upon Indian culture and civilisation and published in the *Arya* (1918-21).

As has been said in the Publisher's Note to the previous book, William Archer's criticism is of no importance today, but it has served the author as the starting-point for a positive consideration of Indian values in matters of art, literature and polity. These chapters are merely reprinted from the *Arya* with only very occasional slight additions and alterations.





## CHAPTER I

**I** HAVE spoken hitherto of the greatness of Indian civilisation in the things most important to human culture, those activities that raise man to his noblest potentialities as a mental, a spiritual, religious, intellectual, ethical, aesthetic being, and in all these matters the cavillings of the critics break down before the height and largeness and profundity revealed when we look at the whole and all its parts in the light of a true understanding of the spirit and intention and a close discerning regard on the actual achievement of the culture. There is revealed not only a great civilisation, but one of the half dozen greatest of which we have a still existing record. But there are many who would admit the greatness of the achievement of India in the things of the mind and the spirit, but would still point out that she has failed in life, her culture has not resulted in a strong, successful or progressive organisation of life such as Europe shows to us, and that in the end at least the highest part of her mind turned away from life to asceticism and an inactive and world-shunning pursuit by the individual of his personal

spiritual salvation. Or at most she has come only to a certain point and then there has been an arrest and decadence.

This charge weighs with an especial heaviness in the balance today because the modern man, even the modern cultured man, is or tends to be to a degree quite unprecedented *politicon zoon*, a political, economic and social being valuing above all things the efficiency of the outward existence and the things of the mind and spirit mainly, when not exclusively, for their aid to humanity's vital and mechanical progress: he has not that regard of the ancients which looked up towards the highest heights and regarded an achievement in the things of the mind and the spirit with an unquestioning admiration or a deep veneration for its own sake as the greatest possible contribution to human culture and progress. And although this modern tendency is exaggerated and ugly and degrading in its exaggeration, inimical to humanity's spiritual evolution, it has this much of truth behind it that while the first value of a culture is its power to raise and enlarge the internal man, the mind, the soul, the spirit, its soundness is not complete unless it has shaped also his external existence and made of it a rhythm of advance towards high and great ideals. This is the true sense of progress and there must be as part of it a sound political, economic and social life, a power and efficiency enabling a people to survive, to grow and to move securely towards a collective perfection, and a vital elasticity and responsiveness that will give

room for a constant advance in the outward expression of the mind and the spirit. If a culture does not serve these ends, then there is evidently a defect somewhere either in its essential conceptions or its wholeness or in its application that will seriously detract from its claims to a complete and integral value.

The ideals that governed the spirit and body of Indian society were of the highest kind, its social order secured an inexpugnable basic stability, the strong life force that worked in it was creative of an extraordinary energy, richness and interest, and the life organised remarkable in its opulence, variety in unity, beauty, productiveness, movement. All the records of Indian history, art and literature bear evidence to a cultural life of this character and even in decline and dissolution there survives some stamp of it to remind however faintly and distantly of the past greatness. To what then does the charge brought against Indian culture as an agent of the life power amount and what is its justification? In its exaggerated form it is founded upon the characteristics of the decline and dissolution, the features of the decadence read backward into the time of greatness, and it amounts to this that India has always shown an incompetence for any free or sound political organisation and has been constantly a divided and for the most part of her long history a subject nation, that her economic system whatever its bygone merits, if it had any, remained an inelastic and static order that led in modern conditions to poverty and failure and

her society an unprogressive hierarchy, caste-ridden, full of semi-barbaric abuses, only fit to be thrown on the scrap-heap among the broken rubbish of the past and replaced by the freedom, soundness and perfection or at least the progressive perfectibility of the European social order. It is necessary to re-establish the real facts and their meaning and afterwards it will be time to pass judgment on the political, the economic and the social aspects of Indian culture.

The legend of Indian political incompetence has arisen from a false view of the historical development and an insufficient knowledge of the ancient past of the country. It has long been currently supposed that she passed at once from the freer type of the primitive Aryan or Vedic social and political organisation to a system socially marked by the despotism of the Brahmin theocracy and politically by an absolute monarchy of the oriental, by which is meant the Western Asiatic, type and has remained fixed in these two things for ever after. That summary reading of Indian history has been destroyed by a more careful and enlightened scholarship and the facts are of a quite different nature. It is true that India never evolved either the scrambling and burdensome industrialism or the parliamentary organisation of freedom and self-styled democracy characteristic of the bourgeois or Vaishya period of the cycle of European progress. But the time is passing when the uncritical praise of these things as the ideal state and the last word of social and political progress was fashionable,

their defects are now visible and the greatness of an oriental civilisation need not be judged by the standard of these western developments. Indian scholars have attempted to read the modern ideas and types of democracy and even a parliamentary system into the past of India, but this seems to me an ill-judged endeavour. There was a strong democratic element, if we must use the western terms, in Indian polity and even institutions that present a certain analogy to the parliamentary form, but in reality these features were of India's own kind and not at all the same thing as modern parliaments and modern democracy. And so considered they are a much more remarkable evidence of the political capacity of the Indian people in their living adaptation to the ensemble of the social mind and body of the nation than when we judge them by the very different standard of western society and the peculiar needs of its cultural cycle.

The Indian system began with a variation of the type generally associated with the early history of the Aryan peoples; but certain features have a more general character and belong to a still earlier stage in the social development of the human race. It was a clan or tribal system, Kula founded upon the equality of all the freemen of the clan or race; this was not at first firmly founded upon the territorial basis, the migratory tendency was still in evidence or recurred under pressure and the land was known by the name of the people who occupied it, the Kuru country or simply the Kurus, the Malava country or the Malavas.

After the fixed settlement within determined boundaries the system of the clan or tribe continued, but found a basic unit or constituent atom in the settled village community. The meeting of the people, *visah*, assembling for communal deliberation, for sacrifice and worship or as the host for war, remained for a long time the power-sign of the mass body and the agent of the active common life with the king as the head and representative, but long depending even after his position became hereditary on the assent of the people for his formal election or confirmation. The religious institution of the sacrifice developed in time a class of priests and inspired singers, men trained in the ritual or in possession of the mystic knowledge which lay behind the symbols of the sacrifice, the seed of the great Brahminic institution. These were not at first hereditary, but exercised other professions and belonged in their ordinary life to the general body of the people. This free and simple natural constitution of the society seems to have been general at first throughout Aryan India.

The later development out of this primitive form followed up to a certain point the ordinary line of evolution as we see it in other communities, but at the same time threw up certain very striking peculiarities that owing to the unique mentality of the race fixed themselves, became prominent characteristics and gave a different stamp to the political, economic and social factors of Indian civilisation. The hereditary principle emerged at an early stage and increased

constantly its power and hold on the society until it became everywhere the basis of the whole organisation of its activities. A hereditary kingship was established, a powerful princely and warrior class appeared, the rest of the people were marked off as the caste of traders, artisans and agriculturalists and a subject or menial caste was added, perhaps sometimes as the result of conquest but more probably or more commonly from economic necessity, of servants and labourers. The predominance from early times of the religious and spiritual tendency in the mind of the Indian people brought about at the top of the social system the growth of the Brahmin order, priests, scholars, legists, repositories of the sacred lore of the Vedas, a development paralleled elsewhere but here given an unequalled permanence and definiteness and supreme importance. In other countries with a less complex mentality this predominance might have resulted in a theocracy: but the Brahmins in spite of their ever-increasing and finally predominant authority did not and could not usurp in India the political power. As sacrosanct priests and legists and spiritual preceptors of the monarch and the people they exercised a very considerable influence, but the real or active political power remained with the king, the Kshatriya aristocracy and the commons.

A peculiar figure for some time was the Rishi, the man of a higher spiritual experience and knowledge, born in any of the classes, but exercising an authority by his spiritual personality over all, revered and



consulted by the king of whom he was sometimes the religious preceptor and in the then fluid state of social evolution able alone to exercise an important role in evolving new basic ideas and effecting direct and immediate changes of the socio-religious ideas and customs of the people. It was a marked feature of the Indian mind that it sought to attach a spiritual meaning and a religious sanction to all, even to the most external social and political circumstances of its life, imposing on all classes and functions an ideal, not except incidentally of 'rights and powers, but of duties, a rule of their action and an ideal way and temperament, character, spirit in the action, a dharma with a spiritual significance. It was the work of the Rishi to put this stamp enduringly on the national mind, to prolong and perpetuate it, to discover and interpret the ideal law and its practical meaning, to cast the life of the people into the well-shaped ideals and significant forms of a civilisation founded on the spiritual and religious sense. And in later ages we find the Brahminic schools of legists attributing their codes, though in themselves only formulations of existing rule and custom, to the ancient Rishis. Whatever the developments of the Indian socio-political body in later days, this original character still exercised its influence, even when all tended at last to become traditionalised and conventionalised instead of moving forward constantly in the steps of a free and living practice.

The political evolution of this early system varied

in different parts of India. The ordinary development, as in most other countries, was in the direction of an increasing emphasis on the control of the king, as the centre, head and unifying factor of a more and more complex system of rule and administration and this prevailed eventually and became the universal type. But for a long time it was combated and held in check by a contrary tendency that resulted in the appearance and the strong and enduring vitality of city or regional or confederated republics. The king became either a hereditary or elected executive head of the republic or an archon administering for a brief and fixed period or else he altogether disappeared from the polity of the state. This turn must have come about in many cases by a natural evolution of the power of the assemblies, but in others it seems to have been secured by some kind of revolution and there appear to have been vicissitudes, alternations between periods of monarchical and periods of republican government. Among a certain number of the Indian peoples the republican form finally asserted its hold and proved itself capable of a strong and settled organisation and a long duration lasting over many centuries. In some cases they were governed by a democratic assembly, in more by an oligarchical senate. It is unfortunate that we know little of the details of the constitution and nothing of the inner history of these Indian republics, but the evidence is clear of the high reputation they enjoyed throughout India for the excellence of their civil and the formidable efficiency of

their military organisation. There is an interesting dictum of Buddha that so long as the republican institutions were maintained in their purity and vigour, a small state of this kind would remain invincible even by the arms of the powerful and ambitious Magadhan monarchy, and this opinion is amply confirmed by the political writers who consider the alliance of the republics the most solid and valuable political and military support a king could have and advise their reduction not so much by the force of arms, as that would have a very precarious chance of success, but by Machiavellian means,—similar to those actually employed in Greece by Philip of Macedon,—aimed at undermining their internal unity and the efficiency of their constitution.

These republican states were already long established and in vigorous functioning in the sixth century before Christ, contemporary therefore with the brilliant but ephemeral and troubled Greek city commonwealths, but this form of political liberty in India long outlasted the period of Greek republican freedom. The ancient Indian mind, not less fertile in political invention, must be considered superior to that of the mercurial and restless Mediterranean people in the capacity for a firm organisation and settled constitutional order. Some of these states appear to have enjoyed a longer and a more settled history of vigorous freedom than republican Rome, for they persisted even against the mighty empire of Chandragupta and Asoka and were still in existence in the early centuries

of the Christian era. But none of them developed the aggressive spirit and the conquering and widely organising capacity of the Roman republic; they were content to preserve their own free inner life and their independence. India especially after the invasion of Alexander felt the need of a movement of unification and the republics were factors of division: strong for themselves, they could do nothing for the organisation of the peninsula, too vast indeed for any system of confederation of small states to be possible—and indeed in the ancient world that endeavour nowhere succeeded, always it broke down in the effort of expansion beyond certain narrow limits and could not endure against the movement towards a more centralised government. In India as elsewhere it was the monarchical state that grew and finally held the field replacing all other forms of political organisation. The republican organisation disappeared from her history and is known to us only by the evidence of coins, scattered references and the testimony of Greek observers and of the contemporary political writers and theorists who supported and helped to confirm and develop the monarchical state throughout India.

But Indian monarchy previous to the Mahomedan invasion was not, in spite of a certain sanctity and great authority conceded to the regal position and the personality of the king as the representative of the divine Power and the guardian of the Dharma, in any way a personal despotism or an absolutist autocracy: it had no resemblance to the ancient Persian monarchy

or the monarchies of western and central Asia or the Roman imperial government or later European autocracies; it was of an altogether different type from the system of the Pathan or the Moghul emperors. The Indian king exercised supreme administrative and judicial power, was in possession of all the military forces of the kingdom and with his Council alone responsible for peace and war and he had too a general supervision and control over the good order and welfare of the life of the community, but his power was not personal and it was besides hedged in by safeguards against abuse and encroachment and limited by the liberties and powers of other public authorities and interests who were, so to speak, lesser copartners with him in the exercise of sovereignty and administrative legislation and control. He was in fact a limited or constitutional monarch, although the machinery by which the constitution was maintained and the limitation affected differed from the kind familiar in European history; and even the continuance of his rule was far more dependent than that of mediaeval European kings on the continued will and assent of the people.

A greater sovereign than the king was the Dharma, the religious, ethical, social, political, juridic and customary law organically governing the life of the people. This impersonal authority was considered sacred and eternal in its spirit and the totality of its body, always characteristically the same, the changes organically and spontaneously brought about

in its actual form by the evolution of the society being constantly incorporated in it, regional, family and other customs forming a sort of attendant and subordinate body capable of change only from within, —and with the Dharma no secular authority had any right of autocratic interference. The Brahmins themselves were recorders and exponents of the Dharma, not its creators nor authorised to make at will any changes, although it is evident that by an authoritative expression of opinion they could and did favour or oppose this or that tendency to change of principle or detail. The king was only the guardian, executor and servant of the Dharma, charged to see to its observance and to prevent offences, serious irregularities and breaches. He himself was bound the first to obey it and observe the rigorous rule it laid on his personal life and action and on the province, powers and duties of his regal authority and office.

This subjection of the sovereign power to the Dharma was not an ideal theory inoperative in practice; for the rule of the socio-religious law actively conditioned the whole life of the people and was therefore a living reality, and it had in the political field very large practical consequences. It meant first that the king had not the power of direct legislation and was limited to the issue of administrative decrees that had to be in consonance with the religious, social, political, economic constitution of the community,—and even here there were other powers than that of the king who shared with him the right

of promulgating and seeing to the execution of administrative decrees independently issued,—neither could he disregard in the general tenour and character and the effective result of his administration the express or tacit will of the people.

The religious liberties of the commons were assured and could not normally be infringed by any secular authority; each religious community, each new or long-standing religion could shape its own way of life and institutions and had its own authorities or governing bodies exercising in their proper field an entire independence. There was no exclusive State religion and the monarch was not the religious head of the people. Asoka in this respect seems to have attempted an extension of the royal control or influence and similar velleities were occasionally shown on a minor scale by other powerful sovereigns. But Asoka's so-called edicts of this kind had a recommendatory rather than an imperative character, and the sovereign who wished to bring about a change in religious belief or institutions had always in accordance with the Indian principle of communal freedom and the obligation of a respect for and a previous consultation of the wishes of those concerned to secure the assent of the recognised authorities or to refer the matter to a consultative assembly for deliberation, as was done in the famous Buddhist councils, or to arrange a discussion between the exponents of the different religions and abide by the issue. The monarch might personally favour a particular sect

or creed and his active preference might evidently have a considerable propagandist influence, but at the same time he was bound to respect and support in his public office all the recognised religions of the people with a certain measure of impartiality, a rule that explains the support extended by Buddhist and Brahmin emperors to both the rival religions. At times there were, mainly in the south, instances of petty or violent State persecutions, but these outbreaks were a violation of the Dharma due to momentary passion at a time of acute religious ferment and were always local and of a brief duration. Normally there was no place in the Indian political system for religious oppression and intolerance and a settled State policy of that kind was unthinkable.

The social life of the people was similarly free from autocratic interference. Instances of royal legislation in this province are rare and here too, when it occurred, there had to be a consultation of the will of those concerned, as in the rearrangement or the reconstitution of the caste system by the Sena kings in Bengal after its disorganisation during a long period of Buddhist predominance. Change in the society was brought about not artificially from above but automatically from within and principally by the freedom allowed to families or particular communities to develop or alter automatically their own rule of life, *ācāra*.

In the sphere of administration the power of the king was similarly hedged in by the standing



constitution of the Dharma. His right of taxation was limited in the most important sources of revenue to a fixed percentage as a maximum and in other directions often by the right of the bodies representing the various elements of the community to a voice in the matter and always by the general rule that his right to govern was subject to the satisfaction and good-will of the people. This as we shall see, was not merely a pious wish or opinion of the Brahmin custodians of the Dharma. The king was in person the supreme court and the highest control in the execution of the civil and criminal law, but here too his role was that of the executor: he was bound to administer the law faithfully as it stood through his judges or with the aid of the Brahmin legists learned in these matters. He had the complete and unfettered control in his Council only of foreign policy, military administration and war and peace and of a great number of directive activities. He was free to make efficient arrangements for all that part of the administration that served to secure and promote the welfare of the community, good order, public morals, and all such matters as could best be supervised or regulated by the sovereign authority. He had a right of patronage and punishment consistent with the law and was expected to exercise it with a strict regard to an effect of general beneficence and promotion of the public welfare.

There could therefore be ordinarily little or no room in the ancient Indian system for autocratic

freak or monarchical violence and oppression, much less for the savage cruelty and tyranny of so common an occurrence in the history of some other countries. Nevertheless such happenings were possible 'by the sovereign's disregard of the Dharma or by a misuse of his power of administrative decree; instances occurred of the kind,—though the worst recorded is that of a tyrant belonging to a foreign dynasty; in other cases any prolonged outbreak of autocratic caprice, violence or injustice seems to have led before long to an effective protest or revolt on the part of the people. The legists provided for the possibility of oppression. In spite of the sanctity and prestige attaching to the sovereign it was laid down that obedience ceased to be binding if the king ceased to be faithful executor of the Dharma. Incompetence and violation of the obligation to rule to the satisfaction of the people were in theory and effect sufficient causes for his removal. Manu even lays it down that an unjust and oppressive king should be killed by his own subjects like a mad dog, and this justification by the highest authority of the right or even the duty of insurrection and regicide in extreme cases is sufficient to show that absolutism or the unconditional divine right of kings was no part of the intention of the Indian political system. As a matter of fact the right was actually exercised as we find both from history and literature. Another more peaceful and more commonly exercised remedy was a threat of secession or exodus which in most cases

was sufficient to bring the delinquent ruler to reason. It is interesting to find the threat of secession employed against an unpopular monarch in the south as late as the seventeenth century, as well as a declaration by a popular assembly denouncing any assistance given to the king as an act of treason. A more common remedy was deposition by the council of ministers or by the public assemblies. The kingship thus constituted proved to be in effect moderate, efficient and beneficent, served well the purposes assigned to it and secured an abiding hold on the affections of the people. The monarchical institution was however only one, an approved and very important, but not, as we see from the existence of the ancient republics, an indispensable element of the Indian socio-political system, and we shall understand nothing of the real principle of the system and its working if we stop short with a view of the regal façade and fail to see what lay behind it. It is there that we shall find the clue to the essential character of the whole construction.

## CHAPTER II

**T**HE true nature of the Indian polity can only be realised if we look at it not as a separate thing, a machinery independent of the rest of the mind and life of the people, but as a part of and in its relation to the organic totality of the social existence.

A people, a great human collectivity, is in fact an organic living being with a collective or rather—for the word collective is too mechanical to be true to the inner reality—a common or communal soul, mind and body. The life of the society like the physical life of the individual human being passes through a cycle of birth, growth, youth, ripeness and decline, and if this last stage goes far enough without any arrest of its course towards decadence, it may perish,—even so all the older peoples and nations except India and China perished,—as a man dies of old age. But the collective being has too the capacity of renewing itself, of a recovery and a new cycle. For in each people there is a soul idea or life idea at work, less mortal than its body, and if this idea is itself sufficiently powerful, large and force-giving and the

people sufficiently strong, vital and plastic in mind and temperament to combine stability with a constant enlargement or new application of the power of the soul idea or life idea in its being, it may pass through many such cycles before it comes to a final exhaustion. Moreover, the idea is itself only the principle of soul manifestation of the communal being and each communal soul again a manifestation and vehicle of the greater eternal spirit that expresses itself in Time and on earth is seeking, as it were, its own fullness in humanity through the vicissitudes of the human cycles. A people then which learns to live consciously not solely in its physical and outward life, not even only in that and the power of the life idea or soul idea that governs the changes of its development and is the key to its psychology and temperament, but in the soul and spirit behind, may not at all exhaust itself, may not end by disappearance or a dissolution or a fusion into others or have to give place to a new race and people, but having itself fused into its life many original smaller societies and attained to its maximum natural growth pass without death through many renaissances. And even if at any time it appears to be on the point of absolute exhaustion and dissolution, it may recover by the force of the spirit and begin another and perhaps a more glorious cycle. The history of India has been that of the life of such a people.

The master idea that has governed the life, culture, social ideals of the Indian people has been the seeking

of man for his true spiritual self and the use of life—subject to a necessary evolution first of his lower physical, vital and mental nature—as a frame and means for that discovery and for man's ascent from the ignorant natural into the spiritual existence. This dominant idea India has never quite forgotten even under the stress and material exigences and the externalities of political and social construction. But the difficulty of making the social life an expression of man's true self and some highest realisation of the spirit within him is immensely greater than that which attends a spiritual self-expression through the things of the mind, religion, thought, art, literature, and while in these India reached extraordinary heights and largenesses, she could not in the outward life go beyond certain very partial realisations and very imperfect tentatives,—a general spiritualising symbolism, an infiltration of the greater aspiration, a certain cast given to the communal life, the creation of institutions favourable to the spiritual idea. Politics, society, economics are the natural field of the two first and grosser parts of human aim and conduct recognised in the Indian system, interest and hedonistic desire: Dharma, the higher law, has nowhere been brought more than partially into this outer side of life, and in politics to a very minimum extent; for the effort at governing political action by ethics is usually little more than a pretence. The coordination or true union of the collective outward life with Moksha, the liberated spiritual existence, has hardly

even been conceived or attempted, much less anywhere succeeded in the past history of the yet hardly adult human race. Accordingly, we find that the governance by the Dharma of India's social, economic and even (though here the attempt broke down earlier than in other spheres), her political rule of life, system, turn of existence, with the adumbration of a spiritual significance behind,—the full attainment of the spiritual life being left as a supreme aim to the effort of the individual—was as far as her ancient system could advance. This much endeavour, however, she did make with persistence and patience and it gave a peculiar type to her social polity. It is perhaps for a future India, taking up and enlarging with a more complete aim, a more comprehensive experience, a more certain knowledge that shall reconcile life and the spirit, her ancient mission, to found the status and action of the collective being of man on the realisation of the deeper spiritual truth, the yet unrealised spiritual potentialities of our existence and so ensoul the life of her people as to make it the Lila of the greater Self in humanity, a conscious communal soul and body of Virat, the universal spirit.

Another point must be noted which creates a difference between the ancient polity of India and that of the European peoples and makes the standards of the West as inapplicable here as in the things of the mind and the inner culture. Human society has in its growth to pass through three stages of evolution before it can arrive at the completeness of its possibilities

The first is a condition in which the forms and activities of the communal existence are those of the spontaneous play of the powers and principles of its life. All its growth, all its formations, customs, institutions are then a natural organic development,—the motive and constructive power coming mostly from the sub-conscious principle of the life within it,—expressing, but without deliberate intention, the communal psychology, temperament, vital and physical need, and persisting or altering partly under the pressure of an internal impulse, partly under that of the environment acting on the communal mind and temper. In this stage the people is not yet intelligently self-conscious in the way of the reason, is not yet a thinking collective being, and it does not try to govern its whole communal existence by the reasoning will, but lives according to its vital intuitions or their first mental renderings. The early framework of Indian society and polity grew up in such a period as in most ancient and mediaeval communities, but also in the later age of a growing social self-consciousness they were not rejected but only farther shaped, developed, systematised so as to be always, not a construction of politicians, legislators and social and political thinkers, but a strongly stable vital order natural to the mind, instincts and life intuitions of the Indian people.

A second stage of the society is that in which the communal mind becomes more and more intellectually self-conscious, first in its more cultured minds, then more generally, first broadly, then more and more



minutely and in all the parts of its life. It learns to review and deal with its own life, communal ideas, needs, institutions in the light of the developed intelligence and finally by the power of the critical and constructive reason. This is a stage which is full of great possibilities but attended too by serious characteristic dangers. Its first advantages are those which go always with the increase of a clear and understanding and finally an exact and scientific knowledge and the culminating stage is the strict and armoured efficiency which the critical and constructive, the scientific reason used to the fullest degree offers as its reward and consequence. Another and greater outcome of this stage of social evolution is the emergence of high and luminous ideals which promise to raise man beyond the limits of the vital being, beyond his first social, economic and political needs and desires and out of their customary moulds and inspire an impulse of bold experiment with the communal life which opens a field of possibility for the realisation of a more and more ideal society. This application of the scientific mind to life with the strict, well-finished, armoured efficiency which is its normal highest result, this pursuit of great consciously proposed social and political ideals and the progress which is the index of the ground covered in the endeavour, have been, with whatever limits and drawbacks, the distinguishing advantages of the political and social effort of Europe.

On the other hand the tendency of the reason when it pretends to deal with the materials of life as its

absolute governor, is to look too far away from the reality of the society as a living growth and to treat it as a mechanism which can be manipulated, at will and constructed like so much dead wood or iron according to the arbitrary dictates of the intelligence. The sophisticating, labouring, constructing, efficient, mechanising reason loses hold of the simple principles of a people's vitality; it cuts it away from the secret roots of its life. The result is an exaggerated dependence on system and institution, on legislation and administration and the 'deadly tendency to develop, in place of a living people, a mechanical State. An instrument of the communal life tries to take the place of the life itself and there is created a powerful but mechanical and artificial organisation; but, as the price of this exterior gain, there is lost the truth of life of an organically self-developing communal soul in the body of a free and living people. It is this error of the scientific reason stifling the work of the vital and the spiritual intuition under the dead weight of its mechanical method which is the weakness of Europe and has deceived her aspiration and prevented her from arriving at the true realisation of her own higher ideals.

It is only by reaching a third stage of the evolution of the collective social as of the individual human being that the ideals first seized and cherished by the thought of man can discover their own real source and character and their true means and conditions of effectuation or the perfect society be anything more

than a vision on a shining cloud constantly run after in a circle and constantly deceiving the hope and escaping the embrace. That will be when man in the collectivity begins to live more deeply and to govern his collective life neither primarily by the needs, instincts, intuitions welling up out of the vital self, nor secondarily by the constructions of the reasoning mind, but first, foremost and always by the power of unity, sympathy, spontaneous liberty, supple and living order of his discovered greater self and spirit in which the individual and the communal existence have their law of freedom, perfection and oneness. That is a rule that has not yet anywhere found its right conditions for even beginning its effort, for it can only come when man's attempt to reach and abide by the law of the spiritual existence is no longer an exceptional aim for individuals or else degraded in its more general aspiration to the form of a popular religion, but is recognised and followed out as the imperative need of his being and its true and right attainment the necessity of the next step in the evolution of the race.

The small early Indian communities developed like others through the first stage of a vigorous and spontaneous vitality, finding naturally and freely its own norm and line, casting up form of life and social and political institution out of the vital intuition and temperament of the communal being. As they fused with each other into an increasing cultural and social unity and formed larger and larger political bodies,

they developed a common spirit and a common basis and general structure allowing of a great freedom of variation in minor line and figure. There was no need of a rigid uniformity; the common spirit and life impulse were enough to impose on this plasticity a law of general oneness. And even when there grew up the great kingdoms and empires, still the characteristic institutions of the smaller kingdoms, republics, peoples were as much as possible incorporated rather than destroyed or thrown aside in the new cast of the socio-political structure. 'Whatever could not survive in the natural evolution of the people or was no longer needed, fell away of itself and passed into desuetude: whatever could last by modifying itself to new circumstance and environment, was allowed to survive: whatever was in intimate consonance with the psychical and the vital law of being and temperament of the Indian people became universalised and took its place in the enduring figure of the society and polity.

This spontaneous principle of life was respected by the age of growing intellectual culture. The Indian thinkers on society, economics and politics, Dharma Shastra and Artha Shastra, made it their business not to construct ideals and systems of society and government in the abstract intelligence, but to understand and regulate by the practical reason the institutions and ways of communal living already developed by the communal mind and life and to develop, fix and harmonise without destroying the

original elements, and whatever new element or idea was needed was added or introduced as a superstructure or a modifying but not a revolutionary and destructive principle. It was in this way that the transition from the earlier stages to the fully developed monarchical polity was managed; it proceeded by an incorporation of the existing institutions under the supreme control of the king or the emperor. The character and status of many of them was modified by the superimposition of the monarchical or imperial system, but, as far as possible, they did not pass out of existence. As a result we do not find in India the element of intellectually idealistic political progress or revolutionary experiment which has been so marked a feature of ancient and of modern Europe. A profound respect for the creations of the past as the natural expression of the Indian mind and life, the sound manifestation of its Dharma or right law of being, was the strongest element in the mental attitude and this preservative instinct was not disturbed but rather yet more firmly settled and fixed by the great millennium of high intellectual culture. A slow evolution of custom and institution conservative of the principle of settled order, of social and political precedent, of established framework and structure was the one way of progress possible or admissible. On the other hand, Indian polity never arrived at that unwholesome substitution of the mechanical for the natural order of the life of the people which has been the disease of European

civilisation now culminating in the monstrous artificial organisation of the bureaucratic and industrial State. The advantages of the idealising intellect were absent, but so also were the disadvantages of the mechanising rational intelligence.

The Indian mind has always been profoundly intuitive in habit even when it was the most occupied with the development of the reasoning intelligence, and its political and social thought has therefore been always an attempt to combine the intuitions of life and the intuitions of the spirit with the light of the reason acting as an intermediary and an ordering and regulating factor. It has tried to base itself strongly on the established and persistent actualities of life and to depend for its idealism not on the intellect but on the illuminations, inspirations, higher experiences of the spirit, and it has used the reason as a critical power testing and assuring the steps and aiding but not replacing the life and the spirit—always the true and sound constructors. The spiritual mind of India regarded life as a manifestation of the self: the community was the body of the creator Brahma, the people was a life body of Brahman in the *samaṣṭi*, the collectivity, it was the collective Narayana, as the individual was Brahman in the *vyasṭi*, the separate Jiva, the individual Narayana; the king was the living representative of the Divine and the other orders of the community the natural powers of the collective self, *prakṛtayah*. The agreed conventions, institutes, customs, constitution of the body social and politic

in all its parts had therefore not only a binding authority but a certain sacrosanct character.

The right order of human life as of the universe is preserved according to the ancient Indian idea by each individual being following faithfully his swadharma, the true law and norm of his nature and the nature of his kind and by the group being, the organic collective life, doing likewise. The family, clan, caste, class, social, religious, industrial or other community, nation, people are all organic group beings that evolve their own dharma and to follow it is the condition of their preservation, healthy continuity, sound action. There is also the dharma of the position, the function, the particular relation with others, as there is too the dharma imposed by the condition, environment, age, *yugadharma*, the universal religious or ethical dharma, and all these acting on the natural dharma, the action according to the Swabhava, create the body of the Law. The ancient theory supposed that in an entirely right and sound condition of man, individual and collective,—a condition typified by the legendary golden Age, Satya Yuga, Age of Truth,—there is no need of any political government or State or artificial construction of society, because all then live freely according to the truth of their enlightened self and God-inhabited being and therefore spontaneously according to the inner divine Dharma. The self-determining individual and self-determining community living according to the right and free law of his and its being is therefore the ideal. But in the actual

condition of humanity, its ignorant and devious nature subject to perversions and violations of the true individual and the true social dharma, there has to be superimposed on the natural life of society a State, sovereign power, a king or governing body, whose business is not to interfere unduly with the life of the society, which must be allowed to function for the most part according to its natural law and custom and spontaneous development, but to superintend and assist its right process and see that the Dharma is observed and in vigour and, negatively, to punish and repress and, as far as may be, prevent offences against the Dharma. A more advanced stage of corruption of the Dharma is marked by the necessity of the appearance of the legislator and the formal government of the whole of life by external or written law and code and rule; but to determine it—apart from external administrative detail—was not the function of the political sovereign, who was only its administrator, but of the socio-religious creator, the Rishi, or the Brahminic recorder and interpreter. And the Law itself written or unwritten was always not a thing to be new created or fabricated by a political and legislative authority, but a thing already existent and only to be interpreted and stated as it was or as it grew naturally out of pre-existing law and principle in the communal life and consciousness. The last and worst state of the society growing out of this increasing artificiality and convention must be a period of anarchy and conflict and dissolution of



the dharma,—Kali Yuga,—which must precede through a red-grey evening of cataclysm and struggle a recovery and a new self-expression of the spirit in the human being.

The main function of the political sovereign, the king and council and the other ruling members of the body politic, was therefore to serve and assist the maintenance of the sound law of life of the society: the sovereign was the guardian and administrator of the Dharma. The function of society itself included the right satisfaction of the vital, economic and other needs of the human being and of his hedonistic claim to pleasure and enjoyment, but according to their right law and measure of satisfaction and subject and subordinated to the ethical and social and religious dharma. All the members and groups of the socio-political body had their Dharma determined for them by their nature, their position, their relation to the whole body and must be assured and maintained in the free and right exercise of it, must be left to their own natural and self-determined functioning within their own bounds, but at the same time restrained from any transgression, encroachment or deviation from their right working and true limits. That was the office of the supreme political authority, the sovereign in his Council aided by the public assemblies. It was not the business of the state authority to interfere with or encroach upon the free functioning of the caste, religious community, guild, village, township or the organic custom of the region or

province or to abrogate their rights, for these were inherent because necessary to the sound exercise of the social Dharma. All that it was called upon to do was to coordinate, to exercise a general and supreme control, to defend the life of the community against external attack or internal disruption, to repress crime and disorder, to assist, promote and regulate in its larger lines the economic and industrial welfare, to see to the provision of facilities, and to use for these purposes the powers that passed beyond the scope of the others.

Thus in effect the Indian polity was the system of a very complex communal freedom and self-determination, each group unit of the community having its own natural existence and administering its own proper life and business, set off from the rest by a natural demarcation of its field and limits, but connected with the whole by well-understood relations, each a copartner with the others in the powers and duties of the communal existence, executing its own laws and rules, administering within its own proper limits, joining with the others in the discussion and the regulation of matters of a mutual or common interest and represented in some way and to the degree of its importance in the general assemblies of the kingdom or empire. The State, sovereign or supreme political authority was an instrument of co-ordination and of a general control and efficiency and exercised a supreme but not an absolute authority; for in all its rights and powers it was limited by the

Law and by the will of the people and in all its internal functions only a copartner with the other members of the socio-political body.

This was the theory and principle and the actual constitution of the Indian polity, a complex of communal freedom and self-determination with a supreme coordinating authority, a sovereign person and body, armed with efficient powers, position and prestige, but limited to its proper rights and functions, at once controlling and controlled by the rest, admitting them as its active copartners in all branches, sharing the regulation and administration of the communal existence, and all alike, the sovereign, the people and all its constituent communities, bound to the maintenance and restrained by the yoke of the Dharma. Moreover the economic and political aspects of the communal life were only a part of the Dharma and a part not at all separate but inextricably united with all the rest, the religious, the ethical, the higher cultural aim of the social existence. The ethical law coloured the political and economic and was imposed on every action of the king and his ministers, the council and assemblies, the individual, the constituent groups of the society; ethical and cultural considerations counted in the use of the vote and the qualifications for minister, official and councillor; a high character and training was expected from all who held authority in the affairs of the Aryan people. The religious spirit and the reminders of religion were the head and the background of the whole life

of king and people. The life of the society was regarded not so much as an aim in itself in spite of the necessary specialisation of parts of its system, but in all its parts and the whole as a great framework and training ground for the education of the human mind and soul and its development through the natural to the spiritual existence.

### CHAPTER III

**T**HE socio-political evolution of Indian civilisation, as far as one can judge from the available records, passed through four historical stages, first the simple Aryan community, then a long period of transition in which the national life was proceeding through a considerable variety of experimental formations in political structure and synthesis, thirdly, the definite formation of the monarchical state coordinating all the complex elements of the communal life of the people into regional and imperial unities, and last the era of decline in which there was an internal arrest and stagnation and an imposition of new cultures and systems from western Asia and Europe. The distinguishing character of the first three periods is a remarkable solidity and stability in all the formations and a sound and vital and powerful evolution of the life of the people rendered slow and leisurely by this fundamental conservative stability\* of the system but all the more sure in its building and living and complete in its structure. And even in the decline this solidity opposes a strong resistance to the process

of demolition. The structure breaks up at the top under foreign pressure, but preserves for a long time its basis, keeps, wherever it can maintain itself against invasion, much of its characteristic system and is even towards the end capable of attempts at revival of its form and its spirit. And now too though the whole political system has disappeared and its last surviving elements have been ground out of existence, the peculiar social mind and temperament which created it remains even in the present social stagnation, weakness, perversion and disintegration and may yet in spite of immediate tendencies and appearances, once it is free to work again at its own will and after its own manner, proceed not along the western line of evolution, but to a new creation out of its own spirit which may perhaps lead at the call of the demand now vaguely beginning to appear in the advanced thought of the race towards the inception of the third stage of communal living and a spiritual basis of human society. In any case the long stability of its constructions and the greatness of the life they sheltered is certainly no sign of incapacity, but rather of a remarkable political instinct and capacity in the cultural mind of India.

The one principle permanent at the base of construction throughout all the building and extension and rebuilding of the Indian polity was the principle of an organically self-determining communal life,—self-determining not only in the mass and by means of the machinery of the vote and a representative

body erected on the surface, representative only of the political mind of a part of the nation, which is all that, the modern system has been able to manage, but in every pulse of its life and in each separate member of its existence. A free synthetic communal order was its character, and the condition of liberty it aimed at was not so much an individual as a communal freedom. In the beginning the problem was simple enough as only two kinds of communal unit had to be considered, the village and the clan, tribe or small regional people. The free organic life of the first was founded on the system of the self-governing village community and it was done with such sufficiency and solidity that it lasted down almost to our own days resisting all the wear and tear of time and the inroad of other systems and was only recently steam-rolled out of existence by the ruthless and lifeless machinery of the British bureaucratic system. The whole people living in its villages mostly on agriculture formed in the total a single religious, social, military and political body governing itself in its assembly, *samiti*, under the leadership of the king, as yet without any clear separation of functions or class division of labour.

It was the inadequacy of this system for all but the simplest form of agricultural and pastoral life and all but the small people living within a very limited area that compelled the problem of the evolution of a more complex communal system and a modified and more intricate application of the fundamental Indian

principle. The agricultural and pastoral life common at first to all the members of the Aryan community, *kṛṣṭayah*, remained always the large basis, but it developed an increasingly rich superstructure of commerce and industry and numerous arts and crafts and a smaller superstructure of specialised military and political and religious and learned occupations and functions. The village community remained throughout the stable unit, the firm grain or indestructible atom of the social body, but there grew up a group life of tens and hundreds of villages, each under its head and needing its administrative organisation, and these, as the clan grew into a large people by conquest or coalition with others, became constituents of a kingdom or a confederated republican nation, and these again the circles, *maṇḍala*, of larger kingdoms and finally of one or more great empires. The test of the Indian genius for socio-political construction lay in the successful application of its principle of a communal self-determined freedom and order to suit this growing development and new order of circumstances.

The Indian mind evolved, to meet this necessity, the stable socio-religious system of the four orders. Outwardly this might seem to be only a more rigid form of the familiar social system developed naturally in most human peoples at one time or another, a priesthood, a military and political aristocracy, a class of artisans and free agriculturalists and traders and a proletariat of serfs or labourers. The resemblance



however is only in the externals and the spirit of the system of Chaturvarna was different in India. In the later Vedic and the epic times the fourfold order was at once and inextricably the religious, social, political and economic framework of the society and within that framework each order had its natural portion and in none of the fundamental activities was the share or position of any of them exclusive. This characteristic is vital to an understanding of the ancient system, but has been obscured by false notions formed from a misunderstanding or an exaggeration of later phenomena and of conditions mostly belonging to the decline. The Brahmins, for example, had not a monopoly either of sacred learning or of the highest spiritual knowledge and opportunities. At first we see a kind of competition between the Brahmins and the Kshatriyas for the spiritual lead and the latter for a long time held their own against the pretensions of the learned and sacerdotal order. The Brahmins, however, as legists, teachers, priests, men who could give their whole time and energy to philosophy, scholarship, the study of the sacred writings, prevailed in the end and secured a settled and imposing predominance. The priestly and learned class became the religious authorities, the custodians of the sacred books and the tradition, the interpreters of the law and Shastria, the recognised teachers in all the departments of knowledge, the ordinary religious preceptors or gurus of the other classes and supplied the bulk, though never the totality of the philosophers,

thinkers, literary men,\* scholars. The study of the Vedas and Upanishads passed mainly into their hands, although always open to the three higher orders; it was denied in theory to the Shudras. As a matter of fact, however, a series of religious movements kept up even in the later days the essential element of the old freedom, brought the highest spiritual knowledge and opportunity to all doors and, as in the beginning we find the Vedic and Vedantic Rishis born from all classes, we find too up to the end the yogins, saints, spiritual thinkers, innovators and restorers, religious poets and singers, the fountain-heads of a living spirituality and knowledge as distinguished from traditional authority and lore, derived from all the strata of the community down to the lowest Shudras and even the despised and oppressed outcastes.

The four orders grew into a fixed social hierarchy, but, leaving aside the status of the outcastes, each had attached to it a spiritual life and utility, a certain social dignity, an education, a principle of social and ethical honour and a place and duty and right in the communal body. The system served again as an automatic means of securing a fixed division of labour and a settled economic status, the hereditary principle at first prevailing, although here even the theory was more rigid than the practice, but none was denied the right or opportunity of amassing wealth and making some figure in society, administration and politics by means of influence or status in his own order. For,

finally, the social hierarchy was not at the same time a political hierarchy: all the four orders had their part in the common political rights of the citizen and in the assemblies and administrative bodies their place and their share of influence. It may be noted too that in law and theory at least women in ancient India, contrary to the sentiment of other ancient peoples, were not denied civic rights, although in practice this equality was rendered nugatory for all but a few by their social subordination to the male and their domestic preoccupation; instances have yet survived in the existing records of women figuring, not only as queens and administrators and even in the battlefield, a common enough incident in Indian history, but as elected representatives on civic bodies.

The whole Indian system was founded upon a close participation of all the orders in the common life, each predominating in its own field, the Brahmin in religion, learning and letters, the Kshatriya in war, king-craft and interstate political action, the Vaishya in wealth-getting and productive economical function, but none, not even the Shudra, excluded from his share in the civic life and an effective place and voice in politics, administration, justice. As a consequence the old Indian polity at no time developed, or at least it did not maintain for long, those exclusive forms of class rule that have so long and powerfully marked the political history of other countries. A priestly theocracy, like that of Tibet, or the rule of a landed and military aristocracy that prevailed for centuries

in France and England and other European countries or a mercantile oligarchy, as in Carthage and Venice, were forms of government foreign to the Indian spirit. A certain political predominance of the great Kshatriya families at a time of general war and strife and mobile expansion, when the clans and tribes were developing into nations and kingdoms and were still striving with each other for hegemony and overlordship, seems to be indicated in the traditions preserved in the Mahabharata and recurred in a cruder form in the return to the clan nation in mediaeval Rajputana: but in ancient India this was a passing phase and the predominance did not exclude the political and civic influence of men of the other orders or interfere with or exercise any oppressive control over the free life of the various communal units. The democratic republics of the intermediate times were in all probability polities which endeavoured to preserve in its fullness the old principle of the active participation of the whole body of the people in the assemblies and not democracies of the Greek type; the oligarchical republics were clan governments or were ruled by more limited senates drawn from the dignified elements of the society and this afterwards developed into councils or assemblies representing all the four orders as in the later royal councils and urban bodies. In any case the system finally evolved was a mixed polity in which none of the orders had an undue predominance. Accordingly we do not find in India either that struggle between the patrician and

plebeian elements of the community, the oligarchic and the democratic idea, ending in the establishment of an absolute monarchical rule, which characterises the troubled history of Greece and Rome or that cycle of successive forms evolving by a strife of classes,—first a ruling aristocracy, then replacing it by encroachment or revolution the dominance of the moneyed and professional classes, the regime of the bourgeois industrialising the society and governing and exploiting it in the name of the commons or masses and, finally, the present turn towards a rule of the proletariat of Labour,—which we see in later Europe. The Indian mind and temperament less exclusively intellectual and vital, more intuitively synthetic and flexible than that of the occidental peoples arrived, not certainly at any ideal system of society and politics, but at least at a wise and stable synthesis—not a dangerously unstable equilibrium, not a compromise or balance—of all the natural powers and orders, an organic and vital coordination respectful of the free functioning of all the organs of the communal body and therefore ensured, although not against the decadence that overtakes all human systems, at any rate against any organic disturbance or disorder.

The summit of the political structure was occupied by three governing bodies, the King in his ministerial council, the metropolitan assembly and the general assembly of the kingdom. The members of the Council and the ministers were drawn from all orders. The Council included a fixed number of Brahmin,

Kshatriya, Vaishya and\* Shudra representatives. The Vaishyas had indeed numerically a great preponderance, but this was a just proportion as it corresponded to their numerical preponderance in the body of the people: for in the early Aryan society the Vaishya order comprised not only the merchants and small traders but the craftsmen and artisans and the agriculturalists and formed therefore the bulk of the commons, *viśaḥ*, and the Brahmins, Kshatriyas, Shudras, however considerable the position and influence of the two higher orders, were later social growths and were comparatively very inferior in number. It was only after the confusion created by the Buddhist upheaval and the Brahminic reconstitution of the society in the age of cultural decadence that the mass of the cultivators and artisans and small traders sank in the greater part of India to the condition of Shudras with a small Brahmin mass at the top and in between a slight sprinkling of Kshatriyas and of Vaishyas. The Council, representing thus the whole community, was the supreme executive and administrative body and its assent and participation necessary to all the action and decrees of the sovereign in all more important matters of government, finance, policy, throughout the whole range of the communal interests. It was the King, the ministers and the council who aided by a system of boards of administration superintended and controlled all the various departments of the State action. The power of the king undoubtedly tended to grow

with time and he was often tempted to act according to his own independent will and initiative; but still, as long as the system was in its vigour, he could not with impunity defy or ignore the opinion and will of the ministers and council. Even, it seems, so powerful and strong-willed a sovereign as the great emperor Asoka was eventually defeated in his conflict with his council and was forced practically to abdicate his power. The ministers in council could and did often proceed to the deposition of a recalcitrant or an incompetent monarch and replace him by another of his family or by a new dynasty and it was in this way that there came about several of the historic changes, as for example the dynastic revolution from the Mauryas to the Sungas and again the initiation of the Kanwa line of emperors. As a matter of constitutional theory and ordinary practice all the action of the king was in reality that of the king in his council with the aid of his ministers and all his personal action was only valid as depending on their assent and in so far as it was a just and faithful discharge of the functions assigned to him by the Dharma. And as the Council was, as it were, a quintessential power body or action centre taking up into itself in a manageable compass, concentrating and representing in its constitution the four orders, the main elements of the social organism, the king too could only be the active head of this power and not, as in an autocratic regime, himself the State or the owner of the country and the irresponsible personal ruler

of a nation of obedient subjects. The obedience owed by the people was due to the Law, the Dharma, and to the edicts of the King in council only as an administrative means for the service and maintenance of the Dharma.

At the same time a small body like the Council subject to the immediate and constant influence of the sovereign and his ministers might, if it had been the sole governing body, have degenerated into an instrument of autocratic rule. But there were two other powerful bodies in the State which represented on a larger scale the social organism, were a nearer and closer expression of its mind, life and will independent of the immediate regal influence and exercising large and constant powers of administration and administrative legislation and capable at all times of acting as a check on the royal power, since in case of their displeasure they could either get rid of an unpopular or oppressive king or render his administration impossible until he made submission to the will of the people. These were the great metropolitan and general assemblies sitting separately for the exercise each of its separate powers and together for matters concerning the whole people.<sup>1</sup> The Paura or metropolitan civic assembly sat constantly in the capital town of the kingdom or empire—and under the imperial system there seem also to have been similar lesser bodies in the chief towns of

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<sup>1</sup> The facts about these bodies—I have selected only those that are significant for my purpose—are taken from the luminous and scrupulously documented contribution of Mr. Jayaswal to the subject.



the provinces, survivals of the assemblies that governed them when they were themselves capitals of independent kingdoms—and was constituted of representatives of the city guilds and the various caste bodies belonging to all the orders of the society or at least to the three lower orders. The guilds and caste bodies were themselves organic self-governing constituents of the community both in the country and the city and the supreme assembly of the citizens was not an artificial but an organic representation of the collective totality of the whole organism as it existed within the limits of the metropolis. It governed all the life of the city, acting directly or through subordinate lesser assemblies and administrative boards or committees of five, ten or more members, and, both by regulations and decrees which the guilds were bound to obey and by direct administration, controlled and supervised the commercial, industrial, financial and municipal affairs of the civic community. But in addition it was a power that had to be consulted and could take action in the wider affairs of the kingdom, sometimes separately and sometimes in cooperation with the general assembly, and its constant presence and functioning at the capital made it a force that had always to be reckoned with by the king and his ministers and their council. In a case of conflict with the royal ministers or governors even the distant civic parliaments in the provinces could make their displeasure felt if offended in matters of their position or privileges or discontented with the king's adminis-

trators and could compel the withdrawal of the offending officer.

The general assembly was similarly an organic representation of the mind and will of the whole country outside the metropolis; for it was composed of the deputies, elective heads or chief men of the townships and villages. A certain plutocratic element seems to have entered into its composition, as it was principally recruited from the wealthier men of the represented communities, and it was therefore something of the nature of an assembly of the commons not of an entirely democratic type,—although unlike all but the most recent modern parliaments it included Shudras as well as Kshatriyas and Vaishyas,—but still a sufficiently faithful expression of the life and mind of the people. It was not however a supreme parliament: for it had ordinarily no fundamental legislative powers, any more than had the king and council or the metropolitan assembly, but only of decree and regulation. Its business was to serve as a direct instrument of the will of the people in the coordination of the various activities of the life of the nation, to see to the right direction of these and to the securing of the general order and welfare of the commerce, industry, agriculture, social and political life of the nation, to pass decrees and regulations to that purpose and secure privileges and facilities from the king and his council, to give or withhold the assent of the people to the actions of the sovereign and, if need be, to oppose him actively and prevent misgovernment

or end it by the means open to the people's representatives. The joint session of the metropolitan and general assemblies was consulted in matters of succession, could depose the sovereign, alter the succession at his death, transfer the throne outside the reigning family, act sometimes as a supreme court of law in cases having a political tincture, cases of treason or of miscarriage of justice. The royal resolutions on any matter of State policy were promulgated to these assemblies and their assent had to be taken in all matters involving special taxation, war, sacrifice, large schemes of irrigation etc., and all questions of vital interest to the country. The two bodies seem to have sat constantly, for matters came up daily from them to the sovereign: their acts were registered by the king and had automatically the effect of law. It is clear indeed from a total review of their rights and activities that they were partners in the sovereignty and its powers were inherent in them and even those could be exercised by them on extraordinary occasions which were not normally within their purview. It is significant that Asoka in his attempt to alter the Dharma of the community, proceeded not merely by his royal decree but by discussion with the Assembly. The ancient description seems therefore to have been thoroughly justified which characterised the two bodies as executors of the kingdom's activities and at need the instruments of opposition to the king's government.

It is not clear when these great institutions went out of existence, whether before the Mahomedan

invasion or as a result of the foreign conquest. Any collapse of the system at the top leaving a gulf between the royal government, which would grow more autocratic by its isolation and in sole control of the larger national affairs, and the other constituents of the socio-political body each carrying on its own internal affairs, as was to the end the case with the village communities, but not in any living relation with the higher State matters, would obviously be in an organisation of complex communal freedom where coordination of the life was imperatively needed, a great cause of weakness. In any case the invasion from Central Asia, bringing in a tradition of personal and autocratic rule unfamiliar with these restraints would immediately destroy such bodies, or their remnants or survivals wherever they still existed, and this happened throughout the whole of Northern India. The Indian political system was still maintained for many centuries in the south, but the public assemblies which went on existing there do not seem to have been of the same constitution as the ancient political bodies, but were rather some of the other communal organisations and assemblies of which these were a coordination and supreme instrument of control. These inferior assemblies included bodies originally of a political character, once the supreme governing institutions of the clan nation, *kula*, and the republic, *gana*. Under the new dispensation they remained in existence, but lost their supreme powers and could only administer with a subordinate and restricted

authority the affairs of their constituent communities. The *kūla* or clan family persisted, even after it had lost its political character, as a socio-religious institution, especially among the Kshatriyas, and preserved the tradition of its social and religious law, *kula-dharma*, and in some cases its communal assembly, *kula-sangha*. The public assemblies that we find even in quite recent times filling the role of the old general assembly in Southern India, more than one coexisting and acting separately or in union, appear to have been variations on this type of body. In Rajputana also the clan family, *kula*, recovered its political character and action, but in another form and without the ancient institutions and finer cultural temper, although they preserved in a high degree the Kshatriya dharma of courage, chivalry, magnanimity and honour.

A stronger permanent element in the Indian communal system, one that grew up in the frame of the four orders—in the end even replacing it—and acquired an extraordinary vitality, persistence and predominant importance was the historic and still tenacious though decadent institution of caste, *jāti*. Originally this rose from subdivisions of the four orders that grew up in each order under the stress of various forces. The subdivision of the Brahmin castes was mainly due to religious, socio-religious and ceremonial causes, but there were also regional and local divisions: the Kshatriyas remained for the most part one united order, though divided into *kulas*. On the other hand

the Vaishya and Shudra orders split up into innumerable castes under the necessity of a subdivision of economic functions on the basis of the hereditary principle. Apart from the increasingly rigid application of the hereditary principle, this settled subdivision of function could well enough have been secured, as in other countries, by a guild system and in the towns we do find a vigorous and efficient guild system in existence. But the guild system afterwards fell into desuetude and the more general institution of caste became the one basis of economic function everywhere. The caste in town and village was a separate communal unit, at once religious, social and economic, and decided its religious social and other questions, carried on its caste affairs and exercised jurisdiction over its members in a perfect freedom from all outside interference: only on fundamental questions of the Dharma the Brahmins were referred to for an authoritative interpretation or decision as custodians of the Shastri. As with the *kula*, each caste had its caste law and rule of living and conduct, *jāti-dharma*, and its caste communal assembly, *jāti-sangha*. As the Indian polity in all its institutions was founded on a communal and not on an individualistic basis, the caste also counted in the political and administrative functioning of the kingdom. The guilds equally were self-functioning mercantile and industrial communal units, assembled for the discussion and administration of their affairs and had besides their united assemblies

which seem at one time to have been the governing urban bodies. These guild governments, if they may so be called,—for they were more than municipalities,—disappeared afterwards into the more general urban body which represented an organic unity of both the guilds and the caste assemblies of all the orders. The castes as such were not directly represented in the general assembly of the kingdom, but they had their place in the administration of local affairs.

The village community and the township were the most tangibly stable basis of the whole system; but these, it must be noted, were not solely territorial units or a convenient mechanism for electoral, administrative or other useful social and political purposes, but always true communal unities with an organic life of their own that functioned in its own power and not merely as a subordinate part of the machinery of the State. The village community has been described as a little village republic, and the description is hardly an exaggeration: for each village was within its own limits autonomous and self-sufficient, governed by its own elected Panchayats and elected or hereditary officers, satisfying its own needs, providing for its own education, police, tribunals, all its economic necessities and functions, managing itself its own life as an independent and self-governing unit. The villages carried on also their affairs with each other by combinations of various kinds and there were too groups of villages under elected or hereditary

heads and forming therefore, though in a less closely organised fashion, a natural body. But the townships in India were also in a hardly less striking way autonomous and self-governing bodies, ruled by their own assembly and committees with an elective system and the use of the vote, managing their own affairs in their own right and sending like the villages their representative men to the general assembly of the kingdom. The administration of these urban governments included all works contributing to the material or other welfare of the citizens, police, judicial cases, public works and the charge of sacred and public places, registration, the collection of municipal taxes and all matters relating to trade, industry and commerce. If the village community can be described as a little village republic, the constitution of the township can equally be described as a larger urban republic. It is significant that the Naigama and Paura assemblies,—the guild governments and the metropolitan bodies,—had the privilege of striking coins of their own, a power otherwise exercised only by the monarchical heads of States and the republics.

Another kind of community must be noted, those which had no political existence, but were yet each in its own kind a self-governing body; for they illustrate the strong tendency of Indian life to throw itself in all its manifestations into a closely communal form of existence. One example is the joint family, prevalent everywhere in India and only now breaking down under the pressure of modern conditions, of



which the two fundamental principles were first a communal holding of the property by the agnates and their families and, as far as possible, an undivided communal life under the management of the head of the family and, secondly, the claim of each male to an equal portion in the share of his father, a portion due to him in case of separation and division of the estate. This communal unity with the persistent separate right of the individual is an example of the synthetic turn of the Indian mind and life, its recognition of fundamental tendencies and its attempt to harmonise them even if they seemed in their norm of practice to be contradictory to each other. It is the same synthetic turn as that which in all parts of the Indian socio-political system tended to fuse together in different ways the theocratic, the monarchic and aristocratic, the plutocratic and the democratic tendencies in a whole which bore the characteristics of none of them nor was yet an accommodation of them or amalgamation whether by a system of checks and balances or by an intellectually constructed synthesis, but rather a natural outward form of the inborn tendencies and character of the complex social mind and temperament.

At the other end, forming the ascetic and purely spiritual extreme of the Indian life-mind, we find the religious community and, again, this too takes a communal shape. The original Vedic society had no place for any Church or religious community or ecclesiastical order, for in its system the body of the

people formed a single socio-religious whole with no separation into religious and secular, layman and cleric, and in spite of later developments the Hindu religion has held, in the whole or at least as the basis, to this principle. On the other hand an increasing ascetic tendency that came in time to distinguish the religious from the mundane life and tended to create the separate religious community, was confirmed by the rise of the creeds and disciplines of the Buddhists and the Jainas. The Buddhist monastic order was the first development of the complete figure of the organised religious community. Here we find that Buddha simply applied the known principles of the Indian society and polity to the ascetic life. The order he created was intended to be a *dharma-sangha*, and each monastery a religious commune living the life of a united communal body which existed as the expression and was based in all the rules, features, structure of its life on the maintenance of the Dharma as it was understood by the Buddhists. This was, as we can at once see, precisely the principle and theory of the whole Hindu society, but given here the higher intensity possible to the spiritual life and a purely religious body. It managed its affairs too like the Indian social and political communal unities. An assembly of the order discussed debatable questions of the Dharma and its application and proceeded by vote as in the meeting-halls of the republics, but it was subject still to a limiting control intended to avoid the possible

evils of a too purely democratic method. The monastic system once thus firmly established was taken over from Buddhism by the orthodox religion, but without its elaborate organisation. These religious communities tended, wherever they could prevail against the older Brahminic system, as in the order created by Shankaracharya, to become a sort of ecclesiastical head to the lay body of the community, but they arrogated to themselves no political position and the struggle between Church and State is absent from the political history of India.

It is clear therefore that the whole life of ancient India retained even in the time of the great kingdoms and empires its first principle and essential working and its social polity remained fundamentally a complex system of self-determined and self-governing communal bodies. The evolution of an organised State authority supervening on this system was necessitated in India as elsewhere partly by the demand of the practical reason for a more stringent and scientifically efficient coordination than was possible except in small areas to the looser natural coordination of life, and more imperatively by the need of a systematised military aggression and defence and international action concentrated in the hands of a single central authority. An extension of the free republican State might have sufficed, to meet the former demand, for it had the potentiality and the necessary institutions, but the method of the monarchical State with its more constricted and

easily tangible centrality presented a more ready and manageable device and a more facile and apparently efficient machinery. And for the external task, involving almost from the commencement the supremely difficult age-long problem of the political unification of India, then a continent rather than a country, the republican system, more suited to strength in defence than for aggression, proved in spite of its efficient military organisation to be inadequate. It was, therefore, in India as elsewhere, the strong form of the monarchical State that prevailed finally and swallowed up the others. At the same time the fidelity of the Indian mind to its fundamental intuitions and ideals preserved the basis of communal self-government natural to the temperament of the people, prevented the monarchical State from developing into an autocracy or exceeding its proper functions and stood successfully in the way of its mechanising the life of the society. It is only in the long decline that we find the free institutions that stood between the royal government and the self-determining communal life of the people either tending to disappear or else to lose much of their ancient power and vigour and the evils of personal government, of a bureaucracy of scribes and officials and of a too preponderant centralised authority commencing to manifest in some sensible measure. As long as the ancient traditions of the Indian polity remained and in proportion as they continued to be vital and effective, these evils remained either

sporadic and occasional or could not assume any serious proportions. It was the combination of foreign invasion and conquest with the slow decline and final decadence of the ancient Indian culture that brought about the collapse of considerable parts of the old structure and the degradation and disintegration, with no sufficient means for revival or new creation, of the socio-political life of the people.

At the height of its evolution and in the great days of Indian civilisation we find an admirable political system efficient in the highest degree and very perfectly combining communal self-government with stability and order. The State carried on its work administrative, judicial, financial and protective without destroying or encroaching on the rights and free activities of the people and its constituent bodies in the same departments. The royal courts in capital and country were the supreme judicial authority coordinating the administration of justice throughout the kingdom, but they did not unduly interfere with the judicial powers entrusted to their own courts by the village and urban communes and, even, the regal system associated with itself the guild, caste and family courts, working as an ample means of arbitration and only insisted on its own exclusive control of the more serious criminal offences. A similar respect was shown to the administrative and financial powers of the village and urban communes. The king's governors and officials in town and country existed side by side

with the civic governors and officials and the communal heads and officers appointed by the people and its assemblies. The State did not interfere with the religious liberty or the established economic and social life of the nation; it confined itself to the maintenance of social order and the provision of a needed supervision, support, coordination and facilities for the rich and powerful functioning of all the national activities. It understood too always and magnificently fulfilled its opportunities as a source of splendid and munificent stimulation to the architecture, art, culture, scholarship, literature already created by the communal mind of India. In the person of the monarch it was the dignified and powerful head and in the system of his administration the supreme instrument—neither an arbitrary autocracy or bureaucracy, nor a machine oppressing or replacing life—of a great and stable civilisation and a free and living people.

## CHAPTER IV

A RIGHT knowledge of the facts and a right understanding of the character and principle of the Indian socio-political system disposes at once of the contention of occidental critics that the Indian mind, even if remarkable in metaphysics, religion, art and literature was inapt for the organisation of life, inferior in the works of the practical intelligence and, especially, that it was sterile in political experiment and its record empty of sound political construction, thinking and action. On the contrary, Indian civilisation evolved an admirable political system, built solidly and with an enduring soundness, combined with a remarkable skill the monarchical, democratic and other principles and tendencies to which the mind of man has leaned in its efforts of civic construction and escaped at the same time the excess of the mechanising turn which is the defect of the modern European State. I shall consider afterwards the objections that can be made to it from the evolutionary standpoint of the West and its idea of progress.

But there is another side of politics on which it may

be said that the Indian political mind has registered nothing but failure. The organisation it developed may have been admirable for stability and effective administration and the securing of communal order and liberties and the well-being of the people under ancient conditions, but even if its many peoples were each of them separately self-governed, well governed and prosperous and the country at large assured in the steady functioning of a highly developed civilisation and culture, yet that organisation failed to serve for the national and political unification of India and failed in the end to secure it against foreign invasion, the disruption of its institutions and an agelong servitude. The political system of a society has to be judged, no doubt first and foremost by the stability, prosperity, internal freedom and order it ensures to the people, but also it must be judged by the security it erects against other States, its unity and power of defence and aggression against external rivals and enemies. It is not perhaps altogether to the credit of humanity that it should be so and a nation or people that is inferior in this kind of political strength, as were the ancient Greeks and mediaeval Italians, may be spiritually and culturally far superior to its conquerors and may well have contributed more to a true human progress than successful military States, aggressive communities, predatory empires. But the life of man is still predominatingly vital and moved therefore by the tendencies of expansion, possession, aggression, mutual struggle for absorption and dominant



survival which are the first law of life, and a collective mind and consciousness that gives a constant proof of incapacity for aggression and defence and does not organise the centralised and efficient unity necessary to its own safety, is clearly one that in the political field falls far short of the first order. India has never been nationally and politically one. India was for close on a thousand years swept by barbaric invasions and for almost another thousand years in servitude to successive foreign masters. It is clear therefore that judgment of political incapacity must be passed against the Indian people.

Here again the first necessity is to get rid of exaggerations, to form a clear idea of the actual facts and their significance and understand the tendencies and principles involved in the problem that admittedly throughout the long history of India escaped a right solution. And first if the greatness of a people and a civilisation is to be reckoned by its military aggressiveness, its scale of foreign conquest, its success in warfare against other nations and the triumph of its organised acquisitive and predatory instincts, its irresistible push towards annexation and exploitation, it must be confessed that India ranks perhaps the lowest in the list of the world's great peoples. At no time does India seem to have been moved towards an aggressive military and political expansion beyond her own borders; no epic of world dominion, no great tale of far-borne invasion or expanding colonial empire has ever been written in the tale of Indian achievement.

The sole great endeavour of expansion, of conquest, of invasion she attempted was the expansion of her culture, the invasion and conquest of the eastern world by the Buddhistic idea and the penetration of her spirituality, art and thought-forces. And this was an invasion of peace and not of war, for to spread a spiritual civilisation by force and physical conquest, the vaunt or the excuse of modern imperialism, would have been uncongenial to the ancient cast of her mind and temperament and the idea underlying her Dharma. A series of colonising expeditions carried indeed Indian blood and Indian culture to the islands of the archipelago, but the ships that set out from both the eastern and western coast were not fleets of invaders missioned to annex those outlying countries to an Indian empire but of exiles or adventurers carrying with them to yet uncultured peoples Indian religion, architecture, art, poetry, thought, life, manners. The idea of empire and even of world-empire was not absent from the Indian mind, but its world was the Indian world and the object the founding of the imperial unity of its peoples.

This idea, the sense of this necessity, a constant urge towards its realisation is evident throughout the whole course of Indian history from earlier Vedic times through the heroic period represented by the traditions of the Ramayana and Mahabharata and the effort of the imperial Mauryas and Guptas up to the Mogul unification and the last ambition of the Peshwas, until there came the final failure and the

levelling of all the conflicting forces under a foreign yoke, a uniform subjection in place of the free unity of a free people. The question then is whether the tardiness, the difficulty, the fluctuating movements of the process and the collapse of the long effort were due to a fundamental incapacity in the civilisation or in the political consciousness and ability of the people or to other forces. A great deal has been said and written about the inability of Indians to unite, the want of a common patriotism—now only being created, it is said, by the influence of Western culture—and the divisions imposed by religion and caste. Admitting even in their full degree the force of these strictures,—all of them are not altogether true or rightly stated or vitally applicable to the matter,—they are only symptoms and we have still to seek for the deeper causes.

The reply made for the defence is usually that India is practically a continent almost as large as Europe containing a great number of peoples and the difficulties of the problem have been as great or at least almost as considerable. And if then it is no proof of the insufficiency of Western civilisation or of the political incapacity of the European peoples that the idea of European unity should still remain an ineffective phantasm on the ideal plane and to this day impossible to realise in practice, it is not just to apply a different system of values to the much more clear ideal of unity or at least of unification, the persistent attempt at its realisation and the frequent near

approach to success that marked the history of the Indian peoples. There is some force in the contention, but it is not in the form entirely apposite, for the analogy is far from perfect and the conditions were not quite of the same order. The peoples of Europe are nations very sharply divided from each other in their collective personality, and their spiritual unity in the Christian religion or even their cultural unity in a common European civilisation, never so real and complete as the ancient spiritual and cultural unity of India, was also not the very centre of their life, not its basis or firm ground of existence, not its supporting earth but only its general air or circumambient atmosphere. Their base of existence lay in the political and economic life which was strongly separate in each country, and it was the very strength of the political consciousness in the western mind that kept Europe a mass of divided and constantly warring nations. It is only the increasing community of political movements and the now total economic interdependence of the whole of Europe that has at last created not any unity, but a nascent and still ineffective League of Nations struggling vainly to apply the mentality born of an agelong separatism to the common interests of the European peoples. But in India at a very early time the spiritual and cultural unity was made complete and became the very stuff of the life of all this great surge of humanity between the Himalayas and the two seas. The peoples of ancient India were never so much distinct nations sharply

divided from each other by a separate political and economic life as sub-peoples of a great spiritual and cultural nation itself firmly separated, physically, from other countries by the seas and the mountains and from other nations by its strong sense of difference, its peculiar common religion and culture. The creation of a political unity, however vast the area and however many the practical difficulties, ought therefore to have been effected more easily than could possibly be the unity of Europe. The causes of the failure must be sought deeper down and we shall find that it lay in a dissidence between the manner in which the problem was or ought to have been envisaged and the actual turn given to the endeavour and in the latter a contradiction of the peculiar mentality of the people.

(The whole basis of the Indian mind is its spiritual and inward turn, its propensity to seek the things of the spirit and the inner being first and foremost and to look at all else as secondary, dependent, to be handled and determined in the light of the higher knowledge and as an expression, a preliminary, field or aid or at least a pendent to the deeper spiritual aim,—a tendency therefore to create whatever it had to create first on the inner plane and afterwards in its other aspects.) This mentality and this consequent tendency to create from within outwards being given, it was inevitable that the unity India first created for herself should be the spiritual and cultural oneness. It could not be, to begin with, a political unification effected

by an external rule centralised, imposed or constructed, as was done in Rome or ancient Persia, by a conquering kingdom or the genius of a military and organising people. It cannot, I think, justly be said that this was a mistake or a proof of the unpractical turn of the Indian mind and that the single political body should have been created first and afterwards the spiritual unity could have securely grown up in the vast body of an Indian national empire. The problem that presented itself at the beginning was that of a huge area containing more than a hundred kingdoms, clans, peoples, tribes, races, in this respect another Greece, but a Greece on an enormous scale, almost as large as modern Europe. As in Greece a cultural Hellenic unity was necessary to create a fundamental feeling of oneness, here too and much more imperatively a conscious spiritual and cultural unity of all these peoples was the first, the indispensable condition without which no enduring unity could be possible. The instinct of the Indian mind and of its great Rishis and founders of its culture was sound in this matter. And even if we suppose that an outward imperial unity like that of the Roman world could have been founded among the peoples of early India by military and political means, we must not forget that the Roman unity did not endure, that even the unity of ancient Italy founded by the Roman conquest and organisation did not endure, and it is not likely that a similar attempt in the vast reaches of India without the previous spiritual and cultural basis would have been

of an enduring character. It cannot be said either, even if the emphasis on spiritual and cultural unity be pronounced to have been too engrossing or excessive and the insistence of political and external unity too feeble, that the effect of this precedence has been merely disastrous and without any advantage. It is due to this original peculiarity, to this indelible spiritual stamp, to this underlying oneness amidst all diversities that if India is not yet a single organised political nation, she still survives and is still India.

After all the spiritual and cultural is the only enduring unity and it is by a persistent mind and spirit much more than by an enduring physical body and outward organisation that the soul of a people survives. This is a truth the positive western mind may be unwilling to understand or concede, and yet its proofs are written across the whole story of the ages. The ancient nations, contemporaries of India, and many younger born than she are dead and only their monuments left behind them. Greece and Egypt exist only on the map and in name, for it is not the soul of Hellas or the deeper nation-soul that built Memphis which we now find at Athens or at Cairo. Rome imposed a political and a purely outward cultural unity on the Mediterranean peoples, but their living spiritual and cultural oneness she could not create, and therefore the east broke away from the west, Africa kept no impress of the Roman interlude, and even the western nations still called Latin could offer no living resistance to barbarian invaders and had to be reborn by the

infusion of a foreign vitality to become modern Italy, Spain and France. But India still lives and keeps the continuity of her inner mind and soul and spirit with the India of the ages. Invasion and foreign rule, the Greek, the Parthian and the Hun, the robust vigour of Islam, the levelling steam-roller heaviness of the British occupation and the British system, the enormous pressure of the occident have not been able to drive or crush the ancient soul out of the body her Vedic Rishis made for her. At every step, under every calamity and attack and domination, she has been able to resist and survive either with an active or a passive resistance. And this she was able to do in her great days by her spiritual solidarity and power of assimilation and reaction, expelling all that would not be absorbed, absorbing all that could not be expelled, and even after the beginning of the decline she was still able to survive by the same force, abated but not slayable, retreating and maintaining for a time her ancient political system in the south, throwing up under the pressure of Islam Rajput and Sikh and Mahatta to defend her ancient self and its idea, persisting passively where she could not resist actively, condemning to decay each empire that could not answer her riddle or make terms with her, awaiting always the day of her revival. And even now it is a similar phenomenon that we see in process before our eyes. And what shall we say then of the surpassing vitality of the civilisation that could accomplish this miracle and of the wisdom of those who built



its foundation not on things external but on the spirit and the inner mind and made a spiritual and cultural oneness the root and stock of her existence and not solely its fragile flower, the eternal basis and not the perishable superstructure?

But spiritual unity is a large and flexible thing and does not insist like the political and external on centralisation and uniformity; rather it lives diffused in the system and permits readily a great diversity and freedom of life. Here we touch on the secret of the difficulty in the problem of unifying ancient India. It could not be done by the ordinary means of a centralised uniform imperial State crushing out all that made for free divergence, local autonomies, established communal liberties, and each time that an attempt was made in this direction, it has failed after however long a term of apparent success, and we might even say that the guardians of India's destiny wisely compelled it to fail that her inner spirit might not perish and her soul barter for an engine of temporary security the deep sources of its life. The ancient mind of India had the intuition of its need; its idea of empire was a uniting rule that respected every existing regional and communal liberty, that unnecessarily crushed out no living autonomy, that effected a synthesis of her life and not a mechanical oneness. Afterwards the conditions under which such a solution might securely have evolved and found its true means and form and basis, disappeared and there was instead an attempt to establish a single administrative empire. That

endeavour, dictated by the pressure of an immediate and external necessity, failed to achieve a complete success in spite of its greatness and splendour. It could not do so because it followed a trend that was not eventually compatible with the true turn of the Indian spirit. It has been seen that the underlying principle of the Indian politico-social system was a synthesis of communal autonomies, the autonomy of the village, of the town and capital city, of the caste, guild, family, *kula*, religious community, regional unit. The state or kingdom or confederated republic was a means of holding together and synthetising in a free and living organic system these autonomies. The imperial problem was to synthetise again these states, peoples, nations, effecting their unity but respecting their autonomy, into a larger free and living organism. A system had to be found that would maintain peace and oneness among its members, secure safety against external attack and totalise the free play and evolution, in its unity and diversity, in the uncoerced and active life of all its constituent communal and regional units, of the soul and body of Indian civilisation and culture, the functioning on a grand and total scale of the Dharma.

This was the sense in which the earlier mind of India understood the problem. The administrative empire of later times accepted it only partially, but its trend was, very slowly and almost subconsciously, what the centralising tendency must always be, if not actively to destroy, still to wear down and weaken

the vigour of the subordinated autonomies. The consequence was that whenever the central authority was weak, the persistent principle of regional autonomy essential to the life of India reasserted itself to the detriment of the artificial unity established and not, as it should have done, for the harmonious intensification and freer but still united functioning of the total life. The imperial monarchy tended also to wear down the vigour of the free assemblies, and the result was that the communal units instead of being elements of a united strength became isolated and dividing factors. The village community preserved something of its vigour, but had no living connection with the supreme authority and, losing the larger national sense, was willing to accept any indigenous or foreign rule that respected its own self-sufficient narrow life. The religious communities came to be imbued with the same spirit. The castes, multiplying themselves without any true necessity or true relation to the spiritual or the economic need of the country, became mere sacrosanct conventional divisions, a power for isolation and not, as they originally were, factors of a harmonious functioning of the total life-synthesis. It is not true that the caste divisions were in ancient India an obstacle to the united life of the people or that they were even in later times an active power for political strife and disunion,—except indeed at the end, in the final decline, and especially during the later history of the Mahratta confederation; but they did become a passive force of social

division and of a stagnant compartmentalism obstructive to the reconstitution of a free and actively united life.

The evils that attended the system did not all manifest themselves with any power before the Mahomedan invasions, but they must have been already there in their beginning and they increased rapidly under the conditions created by the Pathan and the Mogul empires. These later imperial systems however brilliant and powerful, suffered still more than their predecessors from the evils of centralisation owing to their autocratic character and were constantly breaking down from the same tendency of the regional life of India to assert itself against an artificial unitarian regime, while, because they had no true, living and free relation with the life of the people, they proved unable to create the common patriotism which would have effectively secured them against the foreign invader. And in the end there has come a mechanical western rule that has crushed out all the still existing communal or regional autonomies and substituted the dead unity of a machine. But again in the reaction against it we see the same ancient tendencies reviving, the tendency towards a reconstitution of the regional life of the Indian peoples, the demand for a provincial autonomy founded on true subdivisions of race and language, a harking back of the Indian mind to the ideal of the lost village community as a living unit necessary to the natural life of the national body and, not yet reborn but dimly

beginning to dawn on the more advanced minds, a truer idea of the communal basis proper to Indian life and the renovation and reconstruction of Indian society and politics on a spiritual foundation.

The failure to achieve Indian unity of which the invasions and the final subjection to the foreigner were the consequence, arose therefore at once from the magnitude and from the peculiarity of the task, because the easy method of a centralised empire could not truly succeed in India, while yet it seemed the only device possible and was attempted again and again with a partial success that seemed for the time and a long time to justify it, but always with an eventual failure. I have suggested that the early mind of India better understood the essential character of the problem. The Vedic Rishis and their successors made it their chief work to found a spiritual basis of Indian life and to effect the spiritual and cultural unity of the many races and peoples of the peninsula. But they were not blind to the necessity of a political unification. Observing the constant tendency of the clan life of the Aryan peoples to consolidate under confederacies and hegemonies of varying proportions, *vairājya*, *sāmrajya*, they saw that to follow this line to its full conclusion was the right way and evolved therefore the ideal of the Chakravarti, a uniting imperial rule, uniting without destroying the autonomy of India's many kingdoms and peoples, from sea to sea. This ideal they supported, like everything else in Indian life, with a spiritual and religious sanction, set up as its outward symbol

the Aswamedha and Rajasuya sacrifices, and made it the dharma of a powerful King, his royal and religious duty, to attempt the fulfilment of the ideal. He was not allowed by the Dharma to destroy the liberties of the peoples who came under his sway nor to dethrone or annihilate their royal houses or replace their archons by his officials and governors. His function was to establish a suzerain power possessed of sufficient military strength to preserve internal peace and to combine at need the full forces of the country. And to this elementary function came to be added the ideal of the fulfilment and maintenance under a strong uniting hand of the Indian dharma, the right functioning of the spiritual, religious, ethical and social culture of India.

The full flowering of the ideal is seen in the great epics. The Mahabharata is the record of a legendary or, it may be, a historic attempt to establish such an empire, a *dharmarājya* or kingdom of the Dharma. There the ideal is pictured as so imperative and widely acknowledged that even the turbulent Shishupala is represented as motivating his submission and attendance at the Rajasuya sacrifice on the ground that Yudhisthira was carrying out an action demanded by the Dharma. And in the Ramayana we have an idealised picture of such a Dharmarajya, a settled universal empire. Here too it is not an autocratic despotism but a universal monarchy supported by a free assembly of the city and provinces and of all the classes that is held up as the ideal, an enlargement of the monarchical

state synthetising the communal autonomies of the Indian system and maintaining the law and constitution of the Dharma. The ideal of conquest held up is not a destructive and predatory invasion annihilating the organic freedom and the political and social institutions and exploiting the economic resources of the conquered peoples, but a sacrificial progression bringing with it a trial of military strength of which the result was easily accepted because defeat entailed neither humiliation nor servitude and suffering but merely a strengthening adhesion to a suzerain power concerned only with establishing the visible unity of the nation and the Dharma. The ideal of the ancient Rishis is clear and their purpose: it is evident that they saw the military and political utility and necessity of a unification of the divided and warring peoples of the land, but they saw also that it ought not to be secured at the expense of the free life of the regional peoples or of the communal liberties and not therefore by a centralised monarchy or a rigidly unitarian imperial State. A hegemony or confederacy under an imperial head would be the nearest western analogy to the conception they sought to impose on the minds of the people.

There is no historical evidence that this ideal was ever successfully carried into execution, although the epic tradition speaks of several such empires preceding the Dharmarajya of Yudhishtira. At the time of Buddha and later when Chandragupta and Chanakya were building the first historic Indian empire, the

country was still covered with free kingdoms and republics and there was no united empire to meet the great raid of Alexander. It is evident that if any hegemony had previously existed, it had failed to discover a means or system of enduring permanence. This might however have evolved if time had been given, but a serious change had meanwhile taken place which made it urgently necessary to find an immediate solution. The historic weakness of the Indian peninsula has always been until modern times its vulnerability through the north-western passes. This weakness did not exist so long as ancient India extended northward far beyond the Indus and the powerful kingdoms of Gandhara and Vahlika presented a firm bulwark against foreign invasion. But they had now gone down before the organised Persian empire and from this time forward the trans-Indus countries, ceasing to be part of India, ceased also to be its protection and became instead the secure base for every successive invader. The inroad of Alexander brought home the magnitude of the danger to the political mind of India and from this time we see poets, writers, political thinkers constantly upholding the imperial ideal or thinking out the means of its realisation. The immediate practical result was the rise of the empire founded with remarkable swiftness by the statesmanship of Chanakya and constantly maintained or restored through eight or nine centuries, in spite of periods of weakness and incipient disintegration, successively by the Maurya, Sunga, Kanwa,



Andhra and Gupta dynasties. The history of this empire, its remarkable organisation, administration, public works, opulence, magnificent culture and the vigour, the brilliance, the splendid fruitfulness of the life of the peninsula under its shelter emerges only from scattered insufficient records, but even so it ranks among the greatest constructed and maintained by the genius of the earth's great peoples. India has no reason, from this point of view, to be anything but proud of her ancient achievement in empire-building or to submit to the hasty verdict that denies to her antique civilisation a strong practical genius or high political virtue.

At the same time this empire suffered by the inevitable haste, violence and artificiality of its first construction to meet a pressing need, because that prevented it from being the deliberate, natural and steady evolution in the old solid Indian manner of the truth of her deepest ideal. The attempt to establish a centralised imperial monarchy brought with it not a free synthesis but a breaking down of regional autonomies. Although according to the Indian principle their institutes and customs were respected and at first even their political institutions not wholly annulled, at any rate in many cases, but brought within the imperial system, these could not really flourish under the shadow of the imperial centralisation. The free peoples of the ancient Indian world began to disappear, their broken materials serving afterwards to create the now existing Indian races. And I think it can be

concluded on the whole that although for a long time the great popular assemblies continued to remain in vigour, their function in the end tended to become more mechanical and their vitality to decline and suffer. The urban republics too tended to become more and more mere municipalities of the organised kingdom or empire. The habits of mind created by the imperial centralisation and the weakening or disappearance of the more dignified free popular institutions of the past created a sort of spiritual gap, on one side of which were the administered content with any government that gave them security and did not interfere too much with their religion, life and customs and on the other the imperial administration beneficent and splendid, no doubt, but no longer that living head of a free and living people contemplated by the earlier and the true political mind of India. These results became prominent and were final only with the decline, but they were there in seed and rendered almost inevitable by the adoption of a mechanical method of unification. The advantages gained were those of a stronger and more coherent military action and a more regularised and uniform administration, but these could not compensate in the end for the impairment of the free organic diversified life which was the true expression of the mind and temperament of the people.

A worse result was a certain fall from the high ideal of the Dharma. In the struggle of kingdom with kingdom for supremacy a habit of Machiavellian statecraft replaced the nobler ethical ideals of the

past, aggressive ambition was left without any sufficient spiritual or moral check and there was a coarsening of the national mind in the ethics of politics and government already evidenced in the draconic penal legislation of the Maurya times and in Asoka's sanguinary conquest of Orissa. The deterioration, held in abeyance by a religious spirit and high intelligence, did not come to a head till more than a thousand years afterwards and we only see it in its full force in the worst period of the decline when unrestrained mutual aggression, the unbridled egoism of princes and leaders, a total lack of political principle and capacity for effective union, the want of a common patriotism and the traditional indifference of the common people to a change of rulers gave the whole of the vast peninsula into the grasp of a handful of merchants from across the seas. But however tardy the worst results in their coming and however redeemed and held in check at first by the political greatness of the empire and a splendid intellectual and artistic culture and by frequent spiritual revivals, India had already lost by the time of the later Guptas the chance of a natural and perfect flowering of her true mind and inmost spirit in the political life of her peoples.

Meanwhile the empire served well enough, although not perfectly, the end for which it was created, the saving of Indian soil and Indian civilisation from that immense flood of barbarian unrest which threatened all the ancient stabilised cultures and finally proved

too strong for the highly developed Graeco-Roman civilisation and the vast and powerful Roman empire. That unrest throwing great masses of Teutons, Slavs, Huns and Scythians to west and east and south battered at the gates of India for many centuries, effected certain inroads, but, when it sank, left the great edifice of Indian civilisation standing and still firm, great and secure. The irruptions took place whenever the empire grew weak and this seems to have happened whenever the country was left for some time secure. The empire was weakened by the suspension of the need which created it, for then the regional spirit reawoke in separatist movements disintegrating its unity or breaking down its large extension over all the North. A fresh peril brought about the renewal of its strength under a new dynasty, but the phenomenon continued to repeat itself until, the peril ceasing for a considerable time, the empire called into existence to meet it passed away not to revive. It left behind it a certain number of great kingdoms in the east, south and centre and a more confused mass of peoples in the northwest, the weak point at which the Mussulmans broke in and in a brief period rebuilt in the north, but in another, a Central Asiatic type, the ancient empire.

These earlier foreign invasions and their effects have to be seen in their true proportions, which are often disturbed by the exaggerated theories of oriental scholars. The invasion of Alexander was an eastward

impulsion of Hellenism that had a work to do in western and central Asia, but no future in India. Immediately ejected by Chandragupta, it left no traces. The entrance of the Graeco-Bactrians which took place during the weakness of the later Mauryas and was annulled by the reviving strength of the empire, was that of a Hellenised people already profoundly influenced by Indian culture. The later Parthian, Hun and Scythian invasions were of a more serious character and for a time seemed dangerous to the integrity of India. In the end however they affected powerfully only the Punjab, although they threw their waves farther south along the western coast and dynasties of a foreign extraction may have been established for a time far down towards the south. To what degree the racial character of these parts was affected, is far from certain. Oriental scholars and ethnologists have imagined that the Punjab was scythianised, that the Rajputs are of the same stock and that even farther south the race was changed by the intrusion. These speculations are founded upon scanty or no evidence and are contradicted by other theories, and it is highly doubtful whether the barbarian invaders could have come in such numbers as to produce so considerable a consequence. It is farther rendered improbable by the fact that in one or two or three generations the invaders were entirely Indianised, assumed completely the Indian religion, manners, customs, culture and melted into the mass of the Indian peoples. No such phenomenon took place

as in the countries of the Roman empire, of barbarian tribes imposing on a superior civilisation their laws, political system, barbaric customs, alien rule. This is the common significant fact of these irruptions and it must have been due to one or all of three factors. The invaders may have been armies rather than peoples: the occupation was not a continuous external rule which had time to stiffen in its foreign character, for each was followed by a revival of the strength of the Indian empire and its return upon the conquered provinces: and finally the powerfully vital and absorbing character of Indian culture was too strong to allow of any mental resistance to assimilation in the intruders. At any rate if these irruptions were of a very considerable character, Indian civilisation must be considered to have proved itself much more sound, more vital and more solid than the younger Graeco-Roman which went down before the Teuton and the Arab or survived only underneath and in a debased form heavily barbarised, broken and unrecognisable. And the Indian empire too must be pronounced to have proved after all more efficacious than was the Roman with all its vaunt of solidity and greatness, for it succeeded, even if pierced in the west, in preserving the security of the great mass of the peninsula.

It is a later downfall, the Mussulman conquest failing in the hands of the Arabs but successfully reattempted after a long interval, and all that followed it which serves to justify the doubt thrown on the capacity of the Indian peoples. But first let us put

aside certain misconceptions' which cloud the real issue. This conquest took place at a time when the vitality of ancient Indian life and culture after two thousand years of activity and creation was already exhausted for a time or very near exhaustion and needed a breathing space to rejuvenate itself by transference from the Sanskrit to the popular tongues and the newly forming regional peoples. The conquest was effected rapidly enough in the north, although not entirely complete there for several centuries, but the south long preserved its freedom as of old against the earlier indigenous empire and there was not so long a distance of time between the extinction of the kingdom of Vijayanagara and the rise of the Mahrattas. The Rajputs maintained their independence until the time of Akbar and his successors and it was in the end partly with the aid of Rajput princes acting as their generals and ministers that the Moguls completed their sway over the east and the south. And this was again possible because—a fact too often forgotten—the Mussulman domination ceased very rapidly to be a foreign rule. The vast mass of the Mussulmans in the country were and are Indians by race, only a very small admixture of Pathan, Turkish and Mogul blood took place, and even the foreign kings and nobles became almost immediately wholly Indian in mind, life and interest. If the race had really like certain European countries remained for many centuries passive, acquiescent and impotent under an alien sway, that would indeed have been a proof of

a great inherent weakness; but the British is the first really continuous foreign rule that has dominated India. The ancient civilisation underwent indeed an eclipse and decline under the weight of a Central Asiatic religion and culture with which it failed to coalesce, but it survived its pressure, put its impact on it in many directions and remained to our own day alive even in decadence and capable of recovery, thus giving a proof of strength and soundness rare in the history of human cultures. And in the political field it never ceased to throw up great rulers, statesmen, soldiers, administrators. Its political genius was not in the decadence sufficient, not coherent enough or swift in vision and action, to withstand the Pathan, Mogul and European, but it was strong to survive and await every opportunity of revival, made a bid for empire under Rana Sunga, created the great kingdom of Vijayanagara, held its own for centuries against Islam in the hills of Rajputana, and in its worst days still built and maintained against the whole power of the ablest of the Moguls the kingdom of Shivaji, formed the Mahratta confederacy and the Sikh Khalsa, undermined the great Mogul structure and again made a last attempt at empire. On the brink of the final and almost fatal collapse in the midst of unspeakable darkness, disunion and confusion it could still produce Runjit Singh and Nana Fadnavis and Madhoji Scindia and oppose the inevitable march of England's destiny. These facts do not diminish the weight of the charge that can be



made of an incapacity to see and solve the central problem and answer the one persistent question of Fate, but considered as the phenomena of a decadence they make a sufficiently remarkable record not easily paralleled under similar circumstances and certainly put a different complexion on the total question than the crude statement that India has been always subject and politically incapable.

The real problem introduced by the Mussulman conquest was not that of subjection to a foreign rule and the ability to recover freedom, but the struggle between two civilisations, one ancient and indigenous, the other mediaeval and brought in from outside. That which rendered the problem insoluble was the attachment of each to a powerful religion, the one militant and aggressive, the other spiritually tolerant indeed and flexible, but obstinately faithful in its discipline to its own principle and standing on the defence behind a barrier of social forms. There were two conceivable solutions, the rise of a greater spiritual principle and formation which could reconcile the two or a political patriotism surmounting the religious struggle and uniting the two communities. The first was impossible in that age. Akbar attempted it on the Mussulman side, but his religion was an intellectual and political rather than a spiritual creation and had never any chance of assent from the strongly religious mind of the two communities. Nanak attempted it from the Hindu side, but his religion, universal in principle, became a sect in prac-

tice. Akbar attempted also to create a common political patriotism, but this endeavour too was foredoomed to failure. An autocratic empire built on the Central Asian principle could not create the desired spirit by calling in the administrative ability of the two communities in the person of great men and princes and nobles to a common service in the creation of a united imperial India: the living assent of the people was needed and that remained passive for want of awakening political ideals and institutions. The Mogul empire was a great and magnificent construction and an immense amount of political genius and talent was employed in its creation and maintenance. It was as splendid, powerful and beneficent and, it may be added, in spite of Aurangzeb's fanatical zeal, infinitely more liberal and tolerant in religion than any mediæval or contemporary European kingdom or empire and India under its rule stood high in military and political strength, economic opulence and the brilliance of its art and culture. But it failed like the empires before it, more disastrously even, and in the same way, crumbling not by external attack but by internal disintegration. A military and administrative centralised empire could not effect India's living political unity. And although a new life seemed about to rise in the regional peoples, the chance was cut short by the intrusion of the European nations and their seizure of the opportunity created by the failure of the Peshwas and the desperate confusion of the succeeding anarchy and decadence.

Two remarkable creations embodied in the period of disintegration the last effort of the Indian political mind to form the foundations of a new life under the old conditions, but neither proved to be of a kind that could solve the problem. The Mahratta revival inspired by Ramdas's conception of the Maharashtra Dharma and cast into shape by Shivaji was an attempt to restore what could still be understood or remembered of the ancient form and spirit, but it failed, as all attempts to revive the past must fail, in spite of the spiritual impetus and the democratic forces that assisted its inception. The Peshwas for all their genius lacked the vision of the founder and could only establish a military and political confederacy. And their endeavour to found an empire could not succeed because it was inspired by a regional patriotism that failed to enlarge itself beyond its own limits and awaken to the living ideal of a united India. The Sikh Khalsa on the other hand was an astonishingly original and novel creation and its face was turned not to the past but the future. Apart and singular in its theocratic head and democratic soul and structure, its profound spiritual beginning, its first attempt to combine the deepest elements of Islam and Vedanta, it was a premature drive towards an entrance into the third or spiritual stage of human society, but it could not create between the spirit and the external life the transmitting medium of a rich creative thought and culture. And thus hampered and deficient it began and ended

within narrow local limits, achieved intensity but no power of expansion. The conditions were not then in existence that could have made possible a successful endeavour.

Afterwards came the night and a temporary end of all political initiative and creation. (The lifeless attempt of the last generation to imitate and reproduce with a servile fidelity the ideals and forms of the West has been no true indication of the political mind and genius of the Indian people. But again amid all the mist of confusion there is still the possibility of a new twilight, not of an evening but a morning Yuga-sandhya. India of the ages is not dead nor has she spoken her last creative word; she lives and has still something to do for herself and the human peoples. And that which must seek now to awake is not an Anglicised oriental people, docile pupil of the West and doomed to repeat the cycle of the occident's success and failure, but still the ancient immemorable Shakti recovering her deepest self, lifting her head higher towards the supreme source of light and strength and turning to discover the complete meaning and a vaster form of her Dharma.)













